

# Making Classrooms Talk

Uganda Sustains Its Teacher Improvement and Support System



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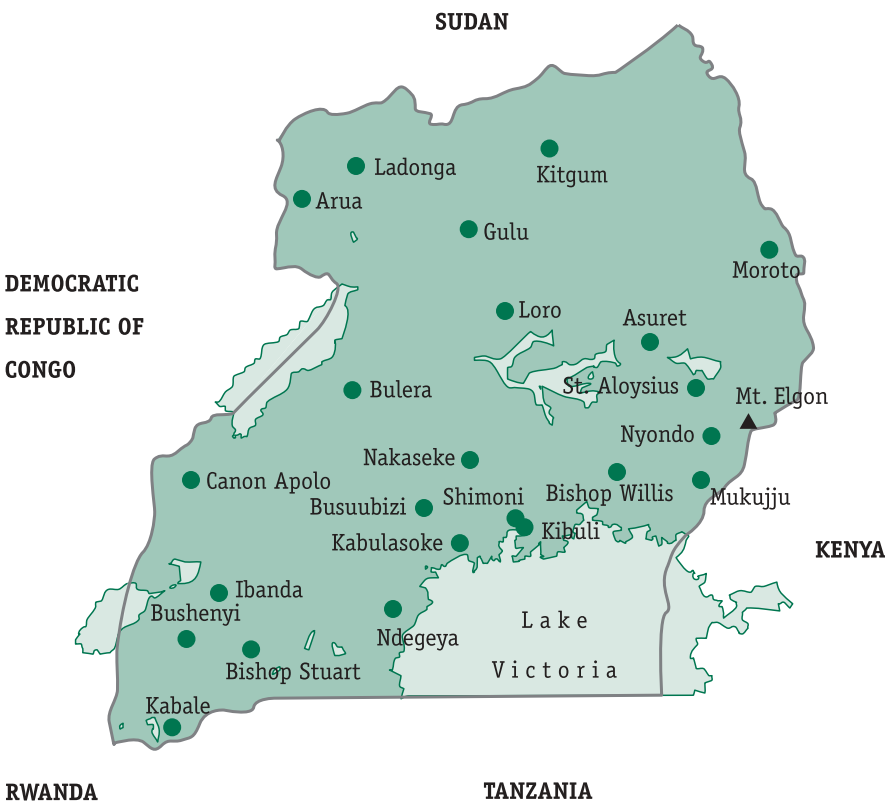
# Uganda at a glance

1999 social and poverty indicators

	Uganda	Sub-Saharan Africa	Low-Income
Population, mid-year (millions)	21.5	642	2,417
GNP per capita (Atlas method, US\$)	320	500	410
GNP (Atlas method, US\$ billions)	6.8	321	988
Average annual growth, 1993-99			
Population (%)	2.9	2.6	1.9
Labor force (%)	2.7	2.6	2.3
Most recent estimate (latest year available, 1993-99)			
Poverty (% of population below national poverty line)	44	..	..
Urban population (% of total population)	13	34	31
Life expectancy at birth (years)	42	50	60
Infant mortality (per 1,000 live births)	97	92	77
Child malnutrition (% of children under 5)	26	32	43
Access to improved water source (% of population)	41	43	64
Illiteracy (% of population age 15+)	38	39	39
Gross primary enrollment (% of school-age population)	122	78	96
Male	129	85	102
Female	114	71	86

**Source:** World Bank. 1999 data are preliminary estimates.

## Location of core primary teachers colleges



## Introduction

In 1993, after years of study, planning, and developing policy, Uganda undertook a comprehensive reform of its primary education system. The reform aimed to improve teacher effectiveness and pupil learning and to increase equity—especially for girls. The key to the reform’s success was its establishment of a network of localized services and

The teacher today is happier, more concerned for children, and has improved the quality of instruction. Community participation is valued a lot, with effective integration of the school, community, and other stakeholders. And pupil learning is evident: children are reading and writing better.

Mr. Sam Onek, Acting Director of Education,  
Ministry of Education and Sports

support that provides *continuous professional development* of teachers, headmasters, and school management committees; *daily support* for school management and classroom improvement activities; and *mobilization of communities* to undertake activities to support their schools and send their children to school. The core of the reforms, which Uganda, together with donors and lending institutions, pioneered and implemented nationwide, is called the Teacher Development and Management System. Today, Uganda is successfully sustaining the reforms and has dramatically improved access and quality for its primary school children.

## The Teacher Development and Management System

The Teacher Development and Management System is an outreach system with five functions: training teachers and headmasters who lack basic training or who are undertrained; giving refresher courses to certified teachers and headmasters; managing resource centers that provide outreach services for teachers; linking primary schools to primary teachers colleges, the Ministry of Education and Sports, and communities; and coordinating education reform initiatives such as universal primary education and the promotion of girls’ education.

### *Structure and methodology*

The Teacher Development and Management System is anchored by twenty-three “core” primary teachers colleges. These colleges, in addition to providing traditional campus-based pre-service teacher training, also direct and support a network of five hundred and thirty-nine resource centers, or coordinating center schools. These schools are served by outreach staff, called coordinating center tutors, from the teacher training colleges. The outreach staff are experienced teacher trainers who



# Reform Accomplishments Supported by SUPER

USAID's contribution to Uganda's reform was named Support for Ugandan Primary Education Reform, or SUPER. The seven-year activity (1993–2000) comprised \$91 million in the form of direct budgetary support to the government, which paid for such items as a teacher head count and increased teachers' salaries, and \$17 million of "projectized" assistance that supported the design and management of the Teacher Development and Management System. This aspect of the SUPER project was managed by a consortium headed by the Academy for Educational Development under the leadership of Chief of Party Dr. William Kromer. Under the SUPER project, the government of Uganda:

- Developed an outreach system that delivers programs, tools, and inputs to primary schools and gives ongoing, on-site support to staff and parents of those schools
- Integrated all activities into the Ministry of Education and Sports and the recurrent budget, helping to ensure sustainability
- Trained more than fifty thousand community mobilizers, headmasters, and primary school teachers
- Provided grants to nearly one thousand schools to promote girls' education
- Provided more than two million textbooks
- Established a system of core primary teachers colleges and their networks of coordinating center schools
- Created distance education programs for training teachers and headmasters
- Supported policy development and implementation, improved education system management, increased community involvement, and promoted girls' education



SUPER's Chief of Party, Dr. William Kromer, says that this logo—the unofficial symbol of the reform—helped focus Ugandans on “the true goal of the reform, that is, the child.” This focus, Dr. Kromer adds, changed the dynamics and outcome of the entire reform. “It was SUPER that kept this idea in the forefront until it was internalized by most of those working on the reform.”

live at the resource centers and provide outreach services to about twenty primary schools and their communities in the resource center's catchment area.

The outreach staff visit the schools and provide support for schools and headmasters in the form of classroom observation; refresher courses, seminars, and workshops in school management and teaching methodologies; and training and support of community mobilization volunteers, school management committees, and parent-teacher associations. This service and support network now covers the entire country and constitutes the delivery system for much of the classroom and school-level reforms instituted in Uganda since 1993.

### *History of the reform*

Uganda had one of the finest education systems in Africa during the first decade of its independence in the 1960s. The entire education system and infrastructure degenerated, however, during the socio-political upheavals of the 1970s and 1980s. In 1986, the government began to rebuild its education system



**Uganda's newly refurbished Ministry of Education and Sports.**

after many years of neglect with an emphasis on what it called the “five Rs” of reconstruction, rehabilitation, recovery, reform, and reconciliation. Between 1987 and 1992 the government and the Ministry of Education and Sports completed an extensive process involving commissions, investment studies, and an education White Paper, all of which led to the design of the primary education reform and the signing on of major donors and lenders such as the U.S. Agency for International Development, the IMF, and the World Bank.

Sam Onek, Acting Director of Education in the Ministry of Education and Sports, was directly involved in the planning and preparation process and recalls how determined the country was to relaunch its education system. “Ugandans are well known for their love of education, and as there was strong demand for education, the government had a responsibility to address it. By 1990, we had already begun to look into *how* to deliver increased access and quality. Thus, when the reform began to be implemented, the government was responding to both what communities told us and what our studies showed.”

In 1993, the Ministry of Education and Sports, aided by commitments of \$52 million from the World Bank and \$108 million from USAID, began implementing

# Teachers Colleges Anchor the New System



Sam Onek, Acting Director of Education,  
Ministry of Education and Sports.

Teacher development staff based at Uganda's twenty-three core teacher training colleges provide intensive training and support for tutors assigned to coordinating center schools. Each tutor supports about twenty primary schools in the coordinating center school's "catchment" area, conducting workshops at the center schools, paying regular visits to teachers and headmasters at their primary schools, and working with volunteer community mobilizers. The tutors

also develop resource centers at the coordinating center schools, where they show teachers how to make learning aids from locally available materials and to use these aids in their classes.



This cluster structure means that teachers colleges anchor the entire reformed system, and is, according to Mr.

Sam Onek, Acting Director of Education in the

Ministry of Education and Sports, the key factor for building the political support necessary

to make the tough decisions to launch

the reforms. "The country saw the education system break down, but now the system is delivering. As long as people see what it can do, they will remain interested and supportive. The

investments in improving the infrastructure, expanding school and

community services, and improving quality

are very visible, and these will maintain the

reform's popularity. We'll continue to sustain what

we've done and work very closely with communities

to maintain this enthusiasm."



activities. The World Bank's contribution was mainly for the construction or rehabilitation of the core teachers colleges, coordinating center resource centers, and classrooms. (Irish Aid and Netherlands Aid also contributed to college, resource center, and classroom construction.)

USAID's Support for Ugandan Primary Education Reform activity—SUPER—provided a combination of direct budgetary support (nonproject assistance) and “projectized” assistance. The nonproject assistance supported the government to prioritize reform initiatives such as increased teacher salaries, procurement and distribution of textbooks, and teacher head counts. The latter funded the design and management of the Teacher Development and Management System and implementation of policies related to the nonproject assistance. This aspect of SUPER was managed by the Academy for Educational Development under the leadership of Chief of Party Dr. William Kromer. With USAID's ongoing strategic support, AED worked in partnership with three subcontractors: The University of Massachusetts, the Research Triangle Institute, and Creative Associates International, Inc.

Dr. Kromer says that key to SUPER's success and sustainability was the *entire* government's commitment to making sure the reforms succeed. In addition to the Ministry of Education and Sports, the Ministry of Finance, the Ministry of Public Service, the parliament, and national and local politicians collaborated to revise and implement policies, reallocate funding, and set new priorities that favored the development of the primary education system. This collaboration, facilitated by Dr. Kromer and AED's SUPER project staff, allowed Uganda to remove from the payroll the thousands of teachers who either were not teaching or did not exist, raise teacher salaries tenfold to a “living wage,” liberalize textbook policies to increase competition and develop a local textbook-development industry, enforce transparency and accountability in the management of ministry, district, and primary-school finances, nurture donor coordination and establish a functioning management committee of stakeholders, establish an education management information system, and take other interministerial actions to build the foundation for the Teacher Development and Management System.

The government, the AED consortium, and other stakeholders completed the design of the Teacher Development and Management System in 1995, including the design and production of tools, programs, and self-instructional modules for teachers in training. The program was launched in Bushenyi and in Gulu, where outreach staff were trained for deployment at



Self-instructional module for headmasters developed by the SUPER project and the Ministry of Education and Sports.

the primary teachers colleges. The outreach staff were administrators, all based at the college, and the “outreach tutors” (teacher trainers) were each based at a “coordinating center” school at one of a number of clusters served by the college. In 1996, these two colleges, as well as four additional colleges, had hundreds of teachers in training. Trainees participated in bimonthly sessions at their tutors’ schools, attended ten-day residential training programs during school holidays, and worked through self-instructional modules on their own. Tutors paid regular visits to the twenty or more schools in their cluster to give practical support to the trainees.

In 1997, four more colleges were brought into the system. Now ten revitalized colleges were serving sixty percent of the government-aided schools. At that time, nearly five thousand headmasters, fifty thousand teachers, and many thousands of parents were participating in the various programs. In 1998, over five thousand untrained teachers joined the in-service training program, and by early 1999, thirty-five hundred had completed the three-year program and taken their certification exams.

Today nearly two years after the completion of the SUPER project, the Teacher Development and Management System is well-established in twenty-three core primary teachers colleges and extends to every government-aided primary school in the country.



Primary teacher in her classroom organized as a resource center.

## Reforming the teachers colleges

To serve the revamped delivery and support system as well as train thousands of new teachers, the teacher training colleges needed to change. From an expensive, inefficient, and ineffective system of ninety-six colleges, not only were twenty-three transformed to anchor the school clusters, improve outreach, and update the skills of current teachers, but the teaching itself was drastically changed. Mrs. Beatrice Byakutaga, Principal of Nakaseke Primary Teachers College, says that the pre-service, in-service, and outreach tutors now coordinate and co-facilitate training, and pre-service tutors help supervise the outreach activities. All teacher trainers used to be based at the college, and all teachers or teacher students went to the colleges for their pre-service or in-service training. Now, says Mrs. Byakutaga, “tutors regularly travel to the coordinating center schools to observe what is happening and give us reports.” Not only do the colleges bring services to where they are needed—to each school cluster—but coordinating center tutors are also invited to the college to

handle specialized areas of pre-service and in-service teacher training. “The two programs work together; they’re not separate.”

## Creating the groundwork for sustainability

Sustaining Uganda’s progress requires commitment from all participants in the process. At the political level, the interministerial National Primary Education Reform Program Management Committee helped depoliticize the reform process at the beginning. According to Dr. Kromer, the NPERPMC made specific decisions and recommendations that often had the effect of energizing departments or staff who had not been actively aiding reform initiatives. “The committee was instrumental in overcoming institutional inertia and placing the needs of pupils above bureaucratic tradition,” said Dr. Kromer. The NPERPMC gave way to a sector-wide management committee that was incorporated into the restructured Ministry of Education and Sports. The success of this sectoral approach persuaded the government and the major donors to make nonproject assistance—or direct budgetary support to the government—the priority funding method.

Eight years later, Uganda now conducts a semiannual “joint education sector review,” with broad participation of stakeholders such as ministries, members of parliament, funding agencies, nongovernmental organizations, and the private sector. Release of funds requires fulfillment of jointly agreed-to performance undertakings. The fourth and fifth joint reviews occurred in October 2000 and April 2001. The reviews’ main findings were that “satisfactory progress had been achieved in the majority of targeted areas,” particularly:

- increased government discretionary spending allocated to education and to primary education in particular
- approval of proposals to attract a needed fifteen to thirty thousand additional teachers to hard-to-reach and disadvantaged areas
- completion of an updated teacher development and management plan

These reviews are strong evidence of the continued strengthening and institutionalization of Uganda’s reform and of the country’s concerted commitment to sustain the gains made over the past decade.

## What contributed to the success and sustainability of the Teacher Development and Management System?

### *Interministerial collaboration and planning*

From the design to the operation of the new system, the leadership and collaboration of the Ministries of Finance and Economic Planning, Education and Sports, and Public Service; the Decentralization Secretariat; and other government agencies contributed leadership, policy ideas, and support. These offices had visions that were backed with

# Girls Can Do It!

The Ministry of Education and Sports introduced the Promotion of Girls' Education scheme in 1997 to three districts, Masindi, Kumi, and Pallisa, that contained some of the most severely disadvantaged schools and lowest education indicators for girls. The scheme provided financial incentives to schools to develop strategies to attract girls to primary school, retain them, and improve their performance on primary leaving exams.

The results? Though the schools were explicitly working to improve the welfare, treatment, and learning of girls, the results were improved standards of education for *all* the children. Encouraged by this success, the Ministry asked SUPER to collect eighteen of the most successful practices in *Girls Can Do It!* This manual organizes the strategies into those that improve persistence, performance, or both persistence and performance.

In the page from *Girls Can Do It!* shown here, headmasters are encouraged to appoint a “mature, firm, kind female teacher as Senior Woman Teacher...[to] take charge of the girls’ welfare—guiding, disciplining, and protecting their rights and interests.” The manual lists ways a school and community might benefit from a teacher undertaking this mentoring and role-model function, explains how to identify and choose candidates, and suggests how the school can support her work.

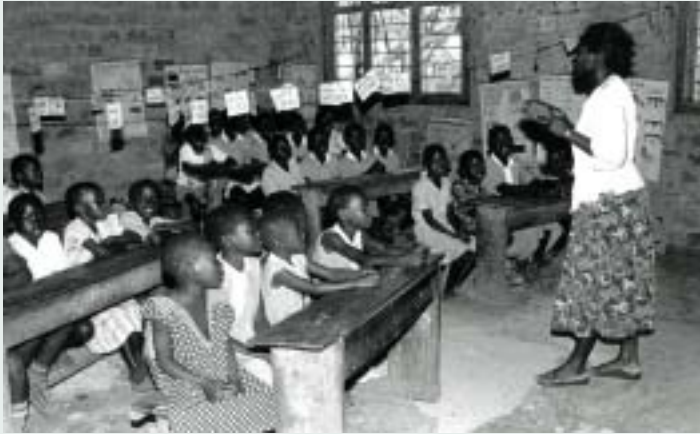


*Girls Can Do It!* provides the example of the senior woman teacher at Olimai Primary School in Kumi District, who trained girls to provide peer counseling and formed a Promotion of Girls' Education committee to sensitize villagers about girls' education. As a result, girls now outnumber boys in the school and their performance on primary leaving exams has risen.

From *Girls Can Do It!* Uganda Ministry of Education and Sports, 2000.

The coordinating center tutors took *Girls Can Do It!* to their schools and assisted them to initiate one or more of the eighteen low-cost strategies. Data from the 2000 census suggest that the effort may be succeeding, at least in P1–P4, students experiencing the reformed system. The table below shows that girls' enrollments are now roughly equal to those of boys in these grades. In addition, both girls and boys appear to be persisting to higher levels. In previous years, girls' enrollments fell dramatically from grade to

### The coordinating center



A “girl-friendly” classroom.

grade. (The data also show the explosion in enrollments that followed the enactment of the universal primary education policy in 1997.) The hope is that the trend of decreased gender bias and increased persistence will continue as these cohorts pass through grades P5–P7.

*Primary enrollment in Uganda by sex, 2000*

	P1	P2	P3	P4	P5	P6	P7
Male	828,345	589,184	572,070	495,954	381,107	308,451	200,443
Female	809,306	568,363	553,215	466,098	342,025	260,492	163,960

Source: Uganda 2000 school census for primary schools.

Mrs. Christine Kiganda, a retired educator active in promoting girls’ education noted that “while other elements of the national strategy for girls education may be delayed for lack of resources or leadership, the reformed primary school program has taken direct and focused action using *Girls’ Can Do It!*, which was a tool developed in the field. The coordinating center tutors helped schools pioneer activities that assisted girls to excel and persevere.”

Mrs. Kiganda added that with respect to girls’ education “the Teacher Development and Management System—the backbone of the reform—has again proven its worth. Of course, much more needs to be done to develop the capacity of schools to implement the activities, but they have made an encouraging beginning. Once again they have proven that Uganda has something in place that no other country has, a system where the school has a direct link to the education ministry for effecting immediate change.”

I wish that some of the people in those countries that still prevent girls from being educated would come and visit the classrooms I have seen here in Uganda—the bright faces of young boys and girls ready to learn so that they can become better citizens. I am so pleased that universal primary education is a critical part of Uganda’s future.

U.S. First Lady Hillary Rodham Clinton  
Makerere University, Kampala



specific actions to pave the way for success. That success was a testament to the enlightened leadership of the many government units that worked together.

### *Focus on implementing an educational program rather than a project*

The reform designed and implemented a systemic primary education program to replace an outdated and ineffective system. The program initially benefited from technical assistance and material support, but the focus was always on the larger systemic goal, not the project that supported the reform. Even the staffing pattern of SUPER was geared toward strengthening Ugandan capacity—indeed, as USAID’s contractor, AED ensured that the majority of the staff was Ugandan.

### *Incremental implementation with attention to institutionalizing the reforms*

The reform was extended in five systematic stages to every government-aided school in the nation. Each stage was implemented only after government had provided the staff, training, resources, budget, and leadership for the previous stage. This strategy ensured sustainability and institutionalization as key outcomes. One significant indicator of sustainability is the growing level of public awareness of and demand for the benefits of the Teacher Development and Management System. It was public demand that recently persuaded government to increase the number of core primary teachers colleges from eighteen to twenty-three, and there is now discussion of transforming *all* of the primary teachers colleges into the reformed system. At the school level, many outreach schools are taking the initiative to mobilize resources to acquire facilities inspired by the reforms—such as resource centers—that the government provided only to coordinating center schools.

### *Assistance from teachers, parents, and communities*

The core primary teachers colleges are helping sustain the teacher training and support system by continuing to train untrained and undertrained teachers. They also maintain support for the reforms by coordinating their work with district education and inspectorate officials and continuing to work with communities and local leaders to maintain and increase local involvement with the school. This level of community involvement is new, says Mrs. Byakatuga, a teachers college principal. “In the past, communities used never to bother with schools. Now people are *sensitized*, made aware of their roles in their children’s learning, and how they can participate. They used to send their children to school and say ‘the school will



Mr. Paul Ssentongo,  
Headmaster, Kireka Church  
of Uganda Primary School.

take care of them'; now they get involved, monitor their children's performance, provide scholastic materials and midday meals, and share the sense of ownership."

Mr. Paul Ssentongo, Headmaster of Kireka Church of Uganda Primary School, agrees that the biggest positive change as result of the reform is that communities take part in running schools. Before the reform, "the community never knew that it had a role to play in the school. Now it is easy to ask for help from the community, because "they know their role in the school."

Ms. Grace Rose Namusisi, Coordinating Center Tutor at the Kyaliwajjala Coordinating Center, says that the most difficult aspect of the reform was changing teachers' attitudes. For example, teachers would view supervision as negative. "They looked at us with a bad eye." Taking the long view that "changing attitudes is not a day's activity, we sensitized teachers to know that what we are doing is more than just coming to challenge them."

Among the most important forms of support tutors provide, said Ms. Namusisi, is training community mobilizers. "Through community mobilization, we managed to bring parents and others to work hand in hand to develop their schools." The community mobilizers have not



Uganda's new primary education system relies on community support strengthened by a network of volunteer community mobilizers. The examples of community participation shown here are, from top to bottom, students queueing for lunch at a school canteen organized by a school management committee; a school resource center being built by a community; and new latrines built by parents, with separate facilities for boys and girls.

# Children Are the Focus: Clare Nakalema



Clare Nakalema is a self-possessed twelve-year-old who studies at Namugongo Girls' Boarding Primary School. Clare and her school have thrived under the improvements made possible by the SUPER project. Last school year, for example, in a lesson on electricity, “a topic that is not easy to

My parents tell me “Go and concentrate on your school work, and leave the other jobs.” My parents help with those jobs while I study.

Clare Nakalema

Primary 7 pupil

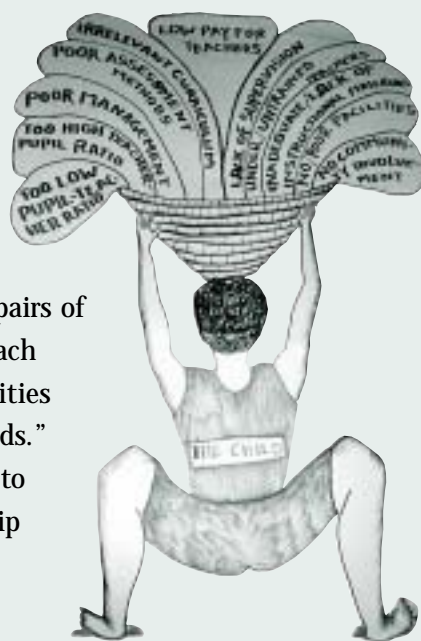
Namugongo Girls' Primary School

understand,” Clare’s teacher tried a multichannel approach.

“He showed us a main switch, how it works, and other things, like what causes short circuits and electric shocks. He tried hard to see that we mastered all these subtopics and that we really understood.”

Clare’s school was one of thousands that coped with the sudden influx of students caused by the country’s sudden transition to the policy of universal primary education. However, because of the reforms—especially those related to improved community outreach and teacher management and development—Namugongo Girls’ school was able to creatively reorganize itself and call upon a willing community to help. “We are 150 students in my class. But the teachers group us in pairs of ‘excellent’ and ‘slow’ learners so that we can help each other. We also form groups for group-learning activities and other things such as cleaning the school grounds.”

Grouping students has proved an effective way to cope with huge class sizes, but how do schools equip such large classrooms? This is where the efforts to mobilize communities have really paid off. In Clare’s school, “we all have desks and chairs because the school management committee provided them.” Clare, whose parents are members of the school management committee, says that at Namugongo the school management



Coordinating center tutors sometimes use this graphic to help school staff visualize learning barriers.



Primary 7 pupil Clare Nakalema, age 12, describes her experience as a primary school pupil in Namugongo Girls' Boarding Primary School to Girls' Education Promoter Mrs. Christine Kiganda.

committee visits the school regularly to make sure that rules are obeyed, buys desks, and provides materials like pens, pencils, and erasers. "My parents are active and often come to school. They go to school meetings, provide materials like

bricks and cement, and pay fees to allow the school to prepare meals."

Uganda has something in place that no other country has, a system where the school has a direct link to the education ministry for effecting immediate change.

Mrs. Christine Kiganda  
Girls' Education Promoter

Parents contribute in other ways as well. Thanks to the community mobilization volunteers trained by the coordinating center tutors, parents are

helping provide children with environments conducive to studying at home.

"Teachers give us work to do at home. So we wake up, sweep the room, and wash the utensils. But then my parents tell me 'go and concentrate on your school work, and leave the other jobs.' My parents help with those jobs while I study."

reached their full potential, Ms. Namusisi says, but they are reinforcing the correct messages, and “when you call meetings or organize community mobilization activities, the parents show up.” And these parents are engaged. At a recent community mobilization activity, Ms. Namusisi was impressed by some parents “who said ‘the government has given us buildings, but there is no furniture,’ and they contributed willingly. Others said there is a need for running water and they donated a flow tank.”



Coordinating center tutor in her “talking office.”

### *Focus on children and their learning*

Mr. Ssentongo says that, after community participation, “another important change is in the children themselves. Because the teachers are monitoring—doing what they’re supposed to do—the children have started improving their learning.” Mr. Ssentongo lists other ways the children have changed. “They used to think parents do not have a role at school. But now the chairman of the school management committee comes to school every Wednesday to talk to the children, advising them to behave, respect their teachers, dress properly, etc. So children too are getting to know that even parents have a role to play at school. The management committee and PTA have really taken a load off my back.”

Ms. Namusisi says “a child cannot learn with a bare wall.” With the reforms, she says, “classrooms are really talking, and children are learning, wherever they are. The classrooms are made to talk—wherever a child looks there is something to learn.”

## Challenges to maintaining the system

### *Policy of universal primary education*

In December 1996, Uganda’s president announced a policy of universal primary education. The policy guaranteed up to four primary school places for every Ugandan family by removing the burden of school fees. Not surprisingly, the policy led to an explosion of enrollments, from 2.4 million in 1996, to 5.2 million in 1998, to 6.3 million in 2000.

With universal primary education, the reform’s original focus on quality and equity thus needed to accommodate a largely unanticipated third element

The classrooms are made to talk—wherever a child looks there is something to learn.

Ms. Grace Rose Namusisi  
Coordinating Center Tutor



# Before & After

## Primary education in Uganda before and after the reforms

	1993	2000
Education budget <sup>b</sup>	n.a.	402 billion Ugandan shillings (68% allocated to primary)
Enrollment <sup>b</sup>	2.4 million	6.3 million
Pupils per teacher <sup>b</sup>	40	55
Pupils per textbook <sup>b</sup>	86	4–5 for each of the core subjects
Teachers <sup>b,d</sup>	60,000 (60% untrained)	113,000 qualified; 30,000 recruited
Ongoing teacher management & support services <sup>a,b</sup>	None at a sustainable level	<ul style="list-style-type: none"> <li>–539 trained outreach tutors</li> <li>–Each tutor resides in &amp; serves a cluster of about 20 schools</li> <li>–Tutors supported at colleges by the staff of 23 colleges: 23 principals, 46 deputy principals, and 69 heads of programs</li> </ul>
Locus of school management	Education ministry	District, with centrally funded payroll
Locus of teacher training	96 ineffective, inefficient colleges	45 revitalized primary teachers colleges, 23 of which provide classroom outreach
Focus of teacher training <sup>d</sup>	Qualifying teachers	Improving teacher and headmaster performance over their entire career
Content of teacher development programs <sup>d</sup>	Pre-service training	<ul style="list-style-type: none"> <li>–Pre- &amp; in-service teacher training</li> <li>–In-service headmaster training</li> <li>–On-site support of school staff</li> <li>–Parent-community mobilization</li> </ul>
Locus of teacher development	Campus-based: clients go to colleges	School-based: colleges go to clients
Relationships between elements of school system & partners	Focused on education ministry	Vital relationships developed with schools, district offices, inspectorates, teacher education institute, & donors

**Sources:** <sup>a</sup>Republic of Uganda, Ministry of Education and Sports, 2000. *Final Report on the Evaluation of the Teacher Development and Management Systems (TDMS) Programme*; <sup>b</sup>Republic of Uganda, Ministry of Education and Sports, 2000. *Education Sector Joint Review 16th October to 19th October 2000. Final Aide Memoire*; <sup>c</sup>Republic of Uganda, Ministry of Education and Sports, 2000. *The Contribution of Non-Government Schools to Primary and Secondary Education in Uganda. Final Report*; <sup>d</sup>The Teacher Education Department, n.d. *A Three Year Primary Teacher Development and Management Plan 2000/2001–2002/2003*.



Mrs. Florence Malinga,  
Commissioner for Planning,  
Ministry of Education and  
Sports.

of increased access. Predictably, the policy put considerable strain on schools' efforts to increase quality. Nevertheless, the Teacher Development and Management System, although not fully implemented, enabled the education system to cope with the demands of the increased enrollment and maintain improvements in quality. For example, the core teachers colleges continued providing ongoing professional development to help unqualified teachers and untrained headmasters obtain certification; they also developed workshops on handling large classes. The coordinating center tutors continued to act as a sympathetic support system for overburdened teachers. The tutors and the community mobilizers also kept communities apprised of what was being done to help schools cope with the influx of students.

### *Institutionalizing—and maintaining—the budget for the reformed primary education system*

One of the “conditionalities” funding agencies negotiated with the Ugandan government was that budget provisions be made for current-year operations.

Recurrent budgets for succeeding years were also developed, but only on a year-to-year basis. Today, Uganda has taken a significant step toward institutionalizing budgetary planning by adopting a process called the Medium-Term Budget

Framework. The MTBF effectively *commits*

*the government to five-year packages of budgetary support and commits the education ministry to fulfilling certain performance indicators* for the utilization of the budget.

This process has resulted in 31.2 percent of the national recurrent budget being devoted to education, with 68 percent of that for primary education. According to Mrs. Florence Malinga, Commissioner for Planning in the Ministry of Education and Sports, “the major progress in the reform is that now the central budgeting process, through the Medium Term Budget Framework, embraces all components of the reform. This is a major indicator that the reform has been institutionalized.”

Mr. Onek sees the Medium Term Budget Framework as key to financially sustaining the reforms. “We’ve shifted away from project support and are graduating

While we don’t envision that the donors will leave us, we are, nevertheless, taking all precautions to remain viable.

Mr. Sam Onek  
Acting Director of Education



ITEK Principal, Professor  
Lutalo-Bosa

slowly into a budgetary support system. Having mainstreamed the budgetary framework, we're taking charge of the funds, learning how to use them, and building in a budgetary arrangement to sustain the programs." Mr. Onek notes that the MTBF for 1998–2003 commits to making sure teaching staff get on the payroll and increasing recruitment. "We're planning how to raise our capacity to pay for all this, because while we don't envision that the donors will leave us, we are, nevertheless, taking all precautions to remain viable."

### *Keeping tutors and teachers in the education system*

Uganda traditionally has had large numbers of student teachers—about half—who upon completing training failed the qualifying exams. Many factors account for this—low college admission requirements, the inability of students to master English, and rigorous subject requirements. Moreover, once qualified, "wastage," as this problem is called, continues to occur as large numbers of teachers leave the teaching service for better paying employment elsewhere.

The reformed primary school system has taken steps to retain qualified people in the teaching service through, for example, the continuous professional development process, refresher courses, and an in-service training program. However, as wastage remains high—now about 40 percent—the government is taking additional actions. For example, the Institute of Teacher Education Kyambogo, which is responsible for training most teacher

trainers and for developing the qualifying exam for primary teacher candidates, is developing an action plan. ITEK's Principal, Professor Lutalo-Bosa, sees "two major solutions that are likely to reduce wastage.

Two major solutions are likely to reduce wastage. One is to raise admission requirements, and the second is to pay more attention to the welfare of tutors.

Professor Lutalo-Bosa  
ITEK Principal

One is to raise admission requirements, and the second is to pay more attention to the welfare of tutors." In fact, some in ITEK are advocating raising admission standards, particularly for English, math, and science, while others are suggesting that teachers colleges provide financial incentives to teacher trainers using funds derived from cost sharing, that is, tuition. Those advocating increased salaries believe that better-paid teacher trainers are more loyal, more focused on their jobs,

# Teachers Colleges Have Changed



Mrs. Beatrice Byakutaga,  
Principal, Nakaseke Primary  
Teachers College

The education reform in Uganda totally redirected the function of teachers colleges. No longer are they limited to initial preparation of teachers. Instead, their official central mission is “to improve the quality and equity of primary education in Uganda.” This new mission is reflected in the development of the comprehensive network of service and support, a network that focuses on learners and teachers in schools and classrooms.

The new mission required the colleges to add an enormous array of outreach functions to their traditional pre-service training functions, including:

## At the district level

- Supporting structured mobilization activities that lead parents and community leaders to take actions to enhance family and community support for improved pupil learning
- Acting as liaison and collaborating with district education offices on management support for primary schools
- Acting as liaison and collaborating with district and county school inspector offices on initiatives for improved teaching and learning

## At the community level

- Regularly visiting communities, schools, and classrooms to “mobilize” them in support of the reforms and their goals of improving equity and quality
- Assisting schools, local leaders, and outreach volunteers to promote and support the inclusion of marginalized pupils, especially girls
- Developing a model school in each cluster

## At the school level

- Assisting schools to select appropriate textbooks and learning aids
- Assisting teachers to make and use instructional aids from locally available materials
- Regularly visiting all classrooms to help teachers improve their effectiveness
- Conducting in-service training: for headmasters to help them earn a basic management qualification; and for untrained teachers to earn a primary education teaching certificate
- Providing continuous professional development of teachers and headmasters

through refresher courses, workshops, and other means

- Supporting regular peer-group meetings of teachers and headmasters for self-guided professional growth and the sharing of essential teaching and learning concepts and practices
- Helping teachers and schools cope with large class loads and other conditions brought about by the policy of universal primary education

Teacher trainers used to be based at the college, and teachers or teacher students went to the colleges for their pre-service or in-service training. Now tutors regularly travel to the coordinating center schools to observe what is happening and give us reports.

Mrs. Beatrice Byakutaga, Principal  
Nakaseke Primary Teachers College

## Who is a Tutor?



Coordinating center tutor  
Ms. Grace Rose Namusisi.

A coordinating center tutor is a teacher development expert under the supervision of one of the twenty-three core primary teachers colleges. Usually a former teacher, headmaster, or teacher trainer, tutors receive intensive training providing outreach to schools and communities. Ms. Grace Rose Namusisi, Coordinating Center Tutor at the Kyaliwajjala Coordinating Center, takes the long view. “Things take time and changing attitudes is not a day’s activity.” Among the attitudes tutors are changing is the distrust with which most teachers have viewed classroom observation or supervision. “We sensitize teachers to know that we are doing more than just coming to challenge them.”



A resource room and a “cluster map” of the schools in a tutor’s catchment area.



The country saw the education system break down and now the system is delivering. As long as people see what it can do, they will remain interested and supportive.

Mr. Sam Onek  
Acting Director of Education

and have less need to hold second jobs.

The twenty-three core teachers colleges are also addressing the problem of wastage by identifying students who failed to qualify in particular subjects and involving

them in remedial work before allowing them to retake the subject exam. This effort should salvage a number of students who were considered wastage.

Uganda has had greater success retaining teachers qualified through the in-service training program run by the coordinating center tutors than through the colleges' pre-service programs. One reason for this difference is that many teachers qualified through the in-service program were already teaching in their own communities and, once qualified, were eager to continue teaching because of their family and other connections with the school community. This helped reduce the poor retention that characterized the old system.

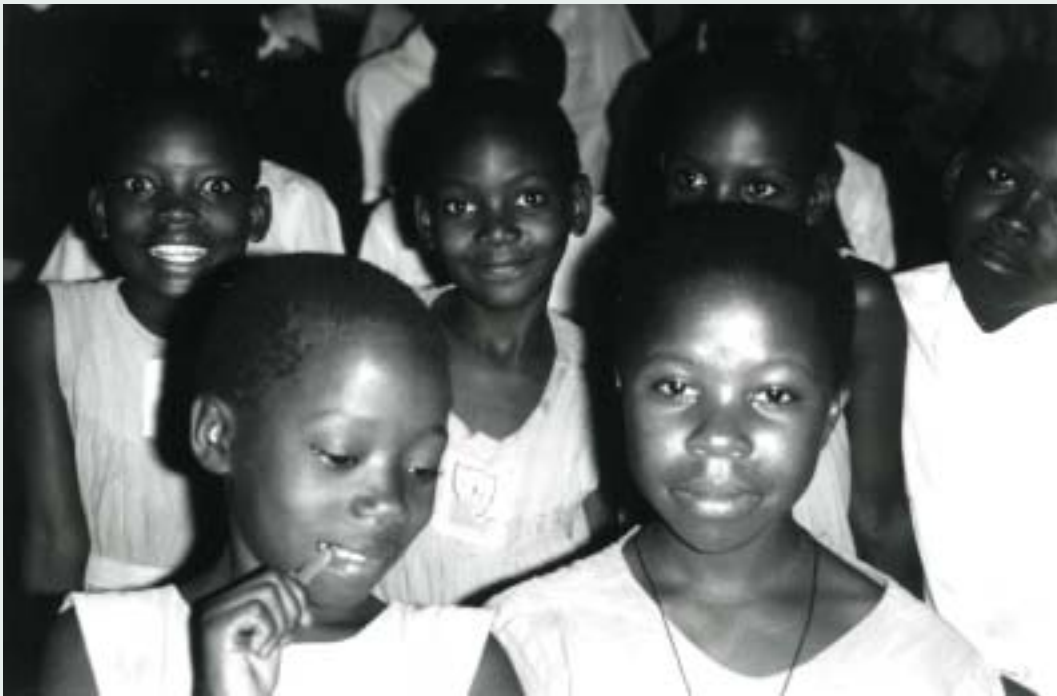
### *Raising the enrollment and retention levels for girls*

Institutional and cultural factors have traditionally prevented a large percentage of girls from completing primary education. Upon recognition of this problem, the government led a multisectoral effort to develop a comprehensive National Strategy for Girls' Education. While much of the strategy awaits funding, the government is clearly committed to solving the problem and is currently working to reallocate funding and direct other forms of support toward girls' primary completion.

The core teachers colleges are also taking action to improve girls' achievement. Through their Promotion of Girls' Education scheme, colleges assisted schools to develop exemplary activities for enhancing girls' learning. The SUPER project then compiled the most successful activities into *Girls Can Do It!* Tutors brought the manuals to their schools and encouraged them to initiate one or more of the eighteen low-cost activities to improve girls' persistence and performance.

# AED's Role in SUPER

- USAID/Uganda signed a contract for just under \$17 million with the Academy for Educational Development to provide technical assistance to SUPER. AED worked with three subcontractors: The University of Massachusetts; Creative Associates International, Inc.; and the Research Triangle Institute. USAID chose the AED-led consortium because of its access to technical expertise in policy, program design, project components, and monitoring and evaluation. This expertise helped the government envision, implement, and sustain large portions of a massive education system reform.
- AED's reputation—forty years of connecting people to create change—gave it the credibility to facilitate dialogue among government, funders, and contractors. This dialogue enabled the numerous actors in the reform to coordinate their work and build upon each other's strengths.
- With AED's credibility and effective financial management, and with the contributions of other donors, SUPER's original design, intended to serve about half the country, expanded to cover the entire country.



Ugandan primary school girls

## Conclusion

Uganda's reform of primary education is a never-ending process of continual adjustment. Key to this flexibility is the Teacher Development and Management System's delivery and support system, which focuses always on finding ways to



U.S. President Bill Clinton, U.S. First Lady Hillary Rodham Clinton, and Uganda President Yoweri Museveni walk down a path with pupils from the Kisowera Primary School, March 24, 1998.

support improved teaching and learning at the classroom level. Mr. Onek is committed to maintaining the enthusiasm for the reform. "The country saw the education system break down, and now the system is delivering. As long as people see what it can do, they will remain interested and supportive. The investments in improving the infrastructure, expanding school and community services, and improving quality are very visible, and these will maintain the reform's

popularity. We'll continue to sustain what we've done and work very closely with communities to maintain this enthusiasm."

In five years, education spending in Uganda has tripled and teacher salaries have gone up 900 percent. And, more importantly, you're getting something for your investment—better-trained teachers, higher test scores, improved performance in school attendance from girls.

U.S. President Bill Clinton  
Kisowera Primary School, Mukono

# What the Evaluation Said

## On teacher education as a continuous process

Experience has emphasized the need to see teacher education as a continuous process. The initial training of teachers must be followed by training on-the-job and training away from the job, so as to provide for teacher development and effectiveness in changing circumstances. “Pre-service” and “in-service” training are

The Teacher Development and Management System has radically transformed the function of a primary teacher training college. ...Both modes of training (pre- and in-service) have made valuable additions to the teacher manpower of the nation and must be retained.

not alternative modes of delivery but parts of a single continuous process of teacher education. In practice, the development and sustainability of such a single continuous process is limited by circumstances. On the one hand, personnel and

financial policies limit the release of teachers for study. On the other hand, teachers' own domestic circumstances may make study away from home difficult. Further, incentive systems may be insufficient to attract teachers into advanced training. These circumstantial factors do limit the extent and success of efforts to build pre-service and in-service training into a single continuous system. The circumstances, however, *do not* invalidate the need for a continuous system. By reviving and pinpointing this need, the Teacher Development and Management System has made a valuable contribution to Uganda.

## On the outreach network anchored by teacher training colleges

Perhaps one of the most valuable additions to the teacher education system of Uganda is the idea of outreach programs and networks as delivery mechanisms for support to the teacher. The

network of coordinating center tutors, resource centers, and outreach schools has become an urgent necessity in view of the...expansion of primary

school enrollments and the threat to quality in primary schools today. Teacher training college extension must be seen as the lifeline of the primary school and must remain an indispensable feature of the primary school support system.

Primary teacher college extension and networking in support of teachers...are of extreme importance.... They are the only lifelines for quality in school, and therefore deserve maximum support.

**Source:** Republic of Uganda, Ministry of Education and Sports, *Final Report on the Evaluation of the Teacher Development and Management Systems (TDMS) Programme*, October 2000.

# Reflections from the SUPER Manager

My contribution to Uganda's reform capped a forty-three-year career in education and development by utilizing all I had learned while serving disadvantaged school systems in the United States, managing development projects in three African countries, and conducting field work as a professor of educational leadership. My experiences included classroom teaching, teacher training, policy development and implementation, preparation of school leaders, community mobilization, and development of curricula and instructional materials.

Working in places that—like Uganda—were once considered resource poor or even hopeless, taught me that providing career-long outreach to those who work directly with pupils was the critical strategy. That meant going to work sites—be they parents' homes, classrooms, or school offices—to effect and sustain change.

In my view, if the goal of an education system is sustaining improved teaching



Dr. William Kromer, AED's chief of party for SUPER.

and learning, outreach is just as important as traditional preparation. While those working with pupils certainly do need high-quality pre-service training, the impact of even the best training quickly dissipates without the regular, on-site support of an inspired educator-tutor, the provision of basic materials, and the availability of expertise in the creation and use of teaching and learning materials.

The original design of Uganda's education reform promised to allow the outreach approach and gave hint to other key concepts and approaches I thought fundamental to improved and sustained pupil learning and improved teaching. I eagerly accepted the field leadership responsibility for SUPER, anticipating a challenging yet rewarding job that would validate my career-long, deeply-held beliefs.



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## AED's mission

The Academy for Educational Development, founded in 1961, is an independent, nonprofit service organization committed to addressing human development needs in the United States and throughout the world. The Academy operates programs in collaboration with policy leaders; nongovernmental and community-based organizations; businesses; governmental agencies; international multilateral and bilateral funders; and schools, colleges, and universities. In partnership with its clients, the Academy seeks to meet today's social, economic, and environmental challenges through education and human resource development; to apply state-of-the-art education, training, research, technology, management, behavioral analysis, and social marketing techniques to solve problems; and to improve knowledge and skills throughout the world as the most effective means for stimulating growth, reducing poverty, and promoting democratic and humanitarian ideals.

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